Minute No. 380
Report – Standing Policy Committee on Property and Development – March 2, 2023

Item No. 5 Local Area Planning Initiatives Update 2022

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That the October 8, 2013, decision of the Standing Policy Committee on Property and Development to initiate the development of a Local Area Plan for the Mission Industrial area be rescinded.

2. That the Proper Officers of the City be authorized to do all things necessary to complete the intent of the foregoing.

Report – Standing Policy Committee on Property and Development – March 2, 2023

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the recommendation of the Standing Policy Committee on Property and Development be adopted.

Carried

Councillors Rollins, Santos and Schreyer were absent from the vote on the above motion.

COUNCIL DECISION:

On March 23, 2023, Council laid over consideration of the matter to its meeting on April 27, 2023.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 13, 2023, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 2, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: Local Area Planning Initiatives Update 2022

Critical Path: Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	M. Pittet (Acting)	N/A	M. Jack

EXECUTIVE SUMMARY

Since the first report in 2012, the Public Service has used the Local Area Planning Initiatives Update to provide a summary of recently completed local area plans, those currently underway, and a compilation of outstanding requests. It provides the same information in this 2022 update, and describes recent changes to the policy and regulatory context (OurWinnipeg 2045 / Complete Communities 2.0 and the City of Winnipeg Charter).

It also describes local area planning initiatives that will be undertaken over the next year and compiles all existing direction for additional work.

Upon thorough review of current plan requests, the Public Service recommends that the requests for the Mission Industrial area be removed from future versions of this report as existing policies are sufficient to manage growth and change. Further, the Public Service has considered the Standing Policy Committee's 2012 request for a South Osborne area Neighbourhood Plan and, since redevelopment and reinvestment in the area has not resulted in substantive land use conflicts, it will be removed from future reports.

RECOMMENDATIONS

1. That the October 8, 2013, decision of the Standing Policy Committee on Property and Development to initiate the development of a Local Area Plan for the Mission Industrial area be rescinded.

2. That the Proper Officers of the City be authorized to do all things necessary to complete the intent of the foregoing.

REASON FOR THE REPORT

On July 3, 2012, the Standing Policy Committee on Property and Development directed the Planning, Property, and Development Department to report back to its September 11, 2012, meeting with a list of secondary plan initiatives. Since that time, the Department has provided annual updates.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no immediate implications to the recommendations of this report.

HISTORY/DISCUSSION

BACKGROUND

What is "Local Area Planning"?

The term "Local Area Planning" refers to the use of a wide range of planning tools, including but not limited to secondary plans, background studies, and design guidelines. Secondary plan by-laws, one of the most common forms of local area plans, direct how an area of land is to be developed and used. For example, they may prescribe the location and intensity of buildings and land uses, and/or describe how the site may be serviced with infrastructure. The geographic scope of a local area plan can range from dozens to hundreds of acres, and from mature infill neighbourhoods to greenfield areas.

City planning is notable in that it precedes most other City services. Before infrastructure is installed and City operations such as Transit, snow clearing, and recreation programming are administered, the location of land uses and transportation networks are determined through local area planning. The planning of its physical layout is one of the City's most impactful tools to promote its policy objectives. For example, effective planning can promote environmental resilience through sustainable land use patterns, or promote economic development through the provision of employment lands. Conversely, ineffective planning may distance it from its goals.

Complete Communities 2.0

This report is the first Local Area Planning Initiatives Report prepared under the new OurWinnipeg 2045 and Complete Communities 2.0, which came into effect upon third reading from Council on May 26, 2022. *OurWinnipeg 2045* is the City's development plan, fulfilling the City of Winnipeg Charter's requirement, while *Complete Communities 2.0* is a citywide secondary plan intended to guide land use and development.

Applicable OurWinnipeg 2045 policies are described in its dedicated section below, while relevant Complete Communities 2.0 policies are described in Appendix D.

Recent changes to the City of Winnipeg Charter

Recently, the Province of Manitoba has prepared changes to the *City of Winnipeg Charter Act,* a number of which are now in effect. Many of these changes have already impacted City local area planning resourcing. This includes the new ability for property owners to appeal the refusal or rejection of subdivisions, rezonings, or secondary plans to the Manitoba Municipal Board, as well as the creation of a Capital Planning Region and regional plan (the latter of which is

expected to require a review of OurWinnipeg 2045 and Complete Communities 2.0 to bring them into conformance).

The most recent set of changes are proposed by Bill 34 (42nd Legislature, 4th session) which has yet to be proclaimed as of the writing of this report. The changes in Bill 34 provide additional regulation around secondary plans, including prescribing:

- who can initiate a secondary plan;
- rules around the required content of a secondary plan; and
- rules related to processing land-owner initiated secondary plans.

Evaluation Criteria for Local Area Planning Requests

On January 18, 2021, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development (SPC-PD) directed the Public Service to report back with criteria for evaluating and prioritizing requests for planning services. In response, the Public Service provided five main criteria on March 7, 2022, advising that they would be used to evaluate requests for planning services received, after which the results of its prioritization would be provided annually in future Local Area Planning Initiatives reports.

Subsequent to the report described above, funds were directed from the Canada Community-Building Fund/Economic Recovery Plan to initiate a secondary plan for North and South Point Douglas.

Complete Communities 2.0's greenfield phasing and land supply policies indicate that South Transcona, along with Fort Whyte, should be the next precincts to be planned. Given the City's existing 12.5-year supply of vacant planned greenfield land (versus its 10-year target) and the time it will take to prepare a plan, it is appropriate to initiate a planning process soon.

Given these priorities, combined with other existing initiatives currently under way, local area planning requests were not evaluated, as there is no capacity to undertake additional significant projects at this time. A list of outstanding requests and their suggested disposition is attached in Appendix C.

Applications to the Housing Accelerator Fund

On September 22, 2022, Council approved the Public Service's request to apply for funding under the Housing Accelerator Fund for an omnibus review and update to the City's zoning bylaws as well as other projects, including a South Transcona precinct plan.

The Housing Accelerator Fund was included in the 2022-23 Canadian federal budget and proposed to provide $4 billion over five years via the Canada Mortgage and Housing Corporation to support municipalities in accelerating housing development, including through investments in municipal planning and delivery processes. No application portal for this funding stream has been announced and program guidelines have yet to be formalized. The timing for application intake is unknown at this time.

DISCUSSION

Work completed since the last Local Area Planning Initiatives report

Since the previous Local Area Planning Initiatives report was received as information by Council in November 2021, the following local area planning work has been completed (additional detail can be found in Appendix A and the map in Appendix E). These initiatives were derived from a variety of sources, including development applications, Council committee motions, and adopted by-laws.

- Airport Vicinity Protection Area amendments.
- Car Sharing Services.
- Complete Communities Land Monitoring Report 2022.
- Establishment of a Planning Commission background study.
- Evaluation criteria for local area planning requests.
- Funding secondary plans through the capital budget
- Gaawijijigemangit Agreement, a municipal development and services agreement providing for the development and servicing of the urban reserve portion of the Naawi-Oodena Major Redevelopment Site.
- OurWinnipeg 2045 and Complete Communities 2.0.
- Precinct E secondary plan amendment (SPA 1/2022, approved by Council on May 26, 2022).
- The Yards at Fort Rouge Area Master Plan amendment (approved by Council on September 22, 2022).

The OurWinnipeg 2045 and Complete Communities 2.0 reviews are particularly notable given that they occupied a significant amount of local area planning resources since they commenced in earnest in 2017.

Local Area Planning-related initiatives in progress

The Urban Planning and Design Division is currently leading or involved in a number of local area planning initiatives (additional detail can be found in Appendix B) derived from a number of sources:

- CentrePlan 2050 (Downtown Plan)
- Complete Communities Land Monitoring Report 2023
- Crescentwood-Enderton Park Heritage Conservation Plan
- Glenwood Planned Development Overlay
- Naawi-Oodena (Kapyong Barracks) Major Redevelopment Site
- North and South Point Douglas secondary plan
- Precinct E secondary plan amendment (SPA 3/2022)

In addition to these initiatives, the Urban Planning and Design Division continues to provide significant support to projects being led by other divisions and departments, as per their request:

- Development Agreement Parameters review
- Eastern Corridor Study
- Henderson Hwy North Improvements Study
- Infrastructure Plan 2024
- Moving on Marion Street
- OurWinnipeg Strategic Priorities Action Plan
- Poverty Reduction Strategy
- Transportation Master Plan
- Water and Wastewater Infrastructure Capacity Study

Significant staff time is also devoted to day-to-day activities, including:

- Representing the City at Manitoba Municipal Board hearings.
- Residential and non-residential land monitoring.
- Responding to inquiries from various sources, including members of Council, the public, the development industry, and research-oriented firms/organizations.
- Reviewing development applications, including confirming policy interpretations for all applications.
- Reviewing development applications in the surrounding Capital Region.
- Supporting other City projects by providing land use and development forecasts.

Appendix C provides a list of outstanding plan requests and potential initiatives. In managing these requests, the Public Service has reviewed motions from Council or its committees and has determined that a number can be removed from future Local Area Planning Initiatives reports. Additional detail is provided in Appendix C.

Mission Industrial

On November 6, 2012, SPC-PD directed the Public Service to research and analyze planning approaches for mitigating conflicts between residential and heavy industrial uses, with a focus on the Mission Industrial Neighbourhood, to promote safe and orderly development. On October 8, 2013, SPC-PD directed the Public Service to initiate the development of a plan for the Mission Industrial area.

On May 26, 2022, Council gave third reading to Complete Communities 2.0, whose Employment Lands section included new means to mitigate residential-industrial interfaces in the city, including recommended separation distances and new sub-designations. These policies are expected to be sufficient to address the area's land use conflicts. As a result, the Public Service recommends rescinding the 2013 direction so that it can be removed from future Local Area Planning Initiatives reports.

South Osborne

On November 6, 2012, the SPC-PD directed the Urban Planning Division to consider the inclusion of the South Osborne area for a Neighbourhood Plan in future Local Area Planning Initiatives reports.

Subsequent Local Area Planning Initiatives reports have noted that, while the neighbourhood has been experiencing redevelopment and reinvestment, substantive land use conflicts have not been observed. The Public Service believes that the Complete Communities 2.0 policies and the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities, both approved after the 2012 motion, will be sufficient to manage growth and change in the area. Therefore, this item will be removed from future Local Area Planning Initiatives reports.

FINANCIAL IMPACT

Financial Impact Statement Date: January 23, 2023

Project Name:

Local Area Planning Initiatives Update 2022

COMMENTS:

There are no direct financial implications associated with this report.

Mike McGinn Jan. 23, 2023
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

N/A

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 policies related to local area planning priorities and level of service reporting include the following:

LEADERSHIP AND GOOD GOVERNANCE

1.5. **Evidence-Informed Decisions**. Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based serviced delivery, and accountability.
1.9. **Responsive Change Management**. Monitor and evaluate municipal investment and divestment, activities, risk of action or inaction, and outcomes for effectiveness through a relevant set of sustainability goal indicators, benchmarks and targets, and analysis of local and global community trends.

ENVIRONMENTAL RESILIENCE

2.4 **Climate Resilient Growth**. Facilitate compact, dense, complete, and physically and virtually connected communities through integrated land use, transportation, and infrastructure planning to achieve climate change mitigation and adaptation goals and objectives and greenhouse gas emissions reduction targets.

CITY BUILDING

6.6 **Intensification Target**. Achieve the intensification target by making development in the intensification target area easier and more desirable and predictable, as directed by Complete Communities.
6.9 **Secondary Plans**. Require the criteria for the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, greenfield Employment Lands, rapid transit station areas, and other locations, identified in detail in Complete Communities, where the City requires a comprehensive land use, servicing, and design solution for a particular area of the city.
6.10 **Secondary Plans**. Secondary plans may be initiated and led by either the City of Winnipeg or external parties in collaboration with the City. Complete Communities will provide direction, where appropriate.
6.11 **Secondary Plans**. The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan’s goals. Complete Communities will provide more specific direction with regards to secondary plan content.
6.13 **Secondary Plans**. Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.

6.14 **Greenfield Phasing**. Provide for timely capital infrastructure and local area plans to enable and support the full build out of greenfield lands in accordance with Complete Communities greenfield phasing policies.

6.19 **Downtown Economic Investment**. Facilitate the intensification of Downtown residential development that supports the diversity of housing needs and builds on the character of existing Downtown districts and destinations.

6.20 **Corridors**. Designate Corridors within the Urban Structure as targeted segments of the primary transit network that provide the best opportunity for mixed use intensification outside of the Downtown. Prioritize the creation and maintenance of vibrant pedestrian and transit-oriented places in Urban Mixed Use Corridors, while encouraging the transition of Regional Mixed Use Corridors towards this character over the longer term.

6.24 **Transit-Oriented Development**. Support Rapid Transit and other primary transit corridors with strategically located transit stations that facilitate transit ridership through development intensification, a mix of complementary land uses, and a pedestrian and cycling-oriented environment consistent with transit-oriented development principles.

6.28 **New Communities**. Designated Precincts within New Communities must have secondary plans to ensure these areas are developed as complete and connected communities from the outset and are available to accommodate growth.

6.29 **New Communities**. Plan New Communities to identify and include a defined level of service for public infrastructure and resource requirements, or approved alternative, to achieve complete communities, including an integrated and sustainable transportation system, recreation, parks, libraries, emergency services, and digital communications technology.

6.39 **Affordable and Supportive Housing Options**. Facilitate affordable and supportive housing in all neighbourhoods through a continuum of private and non-profit housing development that includes a mix of sizes, forms, and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and sustainable transportation options.

6.43 **Heritage Conservation**. Conserve cultural, natural, and heritage resources and districts as defined in Complete Communities, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity, and cultural perspectives.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Winnipeg Climate Action Plan prescribes key directions and actions to implement the City's climate change mitigation efforts. The following plan directions relate to local area planning:

- Direction 3.2 Increase the Density of Urban Development Along Key Transit Corridors.
- Direction 3.3 Design New Suburban Communities to Enable Enhanced Transit Services and Access to Transit Corridors.
- Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.
- Direction 4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities.
- Direction 4.3 Pursue Transit-Oriented Development
- Direction 4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Winnipeg Poverty Reduction Strategy (2021-2031) is framed around 10-year goals and objectives intended to implement the plan's mission to demonstrate leadership in poverty reduction and to provide City services using a poverty reduction lens. The following goals and objectives relate to growth management:

Goal 2: The City Actively Plans for and Partners in Affordable Housing. 10-year objectives include:

C. Municipal tools, resources, and partnerships are developed and used to encourage and facilitate affordable housing development.

Goal 5: Transportation System Equity is Enhanced. 10-year objectives include:

A. The affordability and accessibility of transportation and transit service is increased.
B. Improvements to transportation and transit infrastructure and services prioritize areas of higher poverty, and increased interconnectivity to employment and affordable goods and services.

Goal 6: All City Services are Equitable, Inclusive, and Accessible. 10-year objectives include:

C. Use of City's tools and resources are maximized to reduce systemic inequities.

Goal 7: Food Security and Food System Resilience is Expanded. 10-year objectives include:

C. The City's tools and resources are maximized to increase food security for residents in areas of higher poverty, particularly the shelterless population.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning & Design
Prepared by: Valdene Lawson, RPP MCIP
Date: January 24, 2023

Attachments: APPENDIX A – Work completed since the last Local Area Planning Initiatives report
APPENDIX B – Local Area Planning-related initiatives in progress
APPENDIX C – List of outstanding plan requests and potential initiatives
APPENDIX D – Applicable Complete Communities 2.0 policies
APPENDIX E – Local Area Plans Map

APPENDIX A – Work completed since the last Local Area Planning Initiatives report

As of October 2022, there are 42 adopted local area plans (see map in Appendix E) across the City of Winnipeg. Below is a description of local area planning-related activities undertaken since the previous Local Area Planning Initiatives report was received by Council in November 2021:

Airport Vicinity Protection Area amendments

On August 12, 2021, the Province of Manitoba adopted the Airport Vicinity Protection Area Regulation pursuant to section 269 of the City of Winnipeg Charter. This new regulation altered the geographic area of the AVPA, overrode the City's jurisdiction over AVPA boundaries, and introduced new noise mitigation standards.

Sections 3, 8, and 9 of the regulation required the City to amend its development plan and zoning by-laws. As a result, both OurWinnipeg By-law No. 67/2010 and the Winnipeg Zoning By-law were amended to comply on January 27, 2022.

As per section 234(2) of the Charter, a secondary plan by-law must be consistent with OurWinnipeg. Because OurWinnipeg 2045, which came into force in May 2022, was updated between second and third reading to reflect the new regulation, maintaining an updated Airport Vicinity Protection Area Secondary Plan would be redundant. As a result, Council repealed this secondary plan on June 23, 2022. It also rejected development applications SPA 1/2019, SPA 2/2019, DAZ 210/2019, and DAZ 211/2019 because the regulation allowed for what was applied.

On June 24, 2021, Council requested funding from the Winnipeg Airports Authority and the Province of Manitoba to update the Airport Vicinity Protection Area and directed the Public Service to update the secondary plan and Airport Vicinity Acoustic Insulation By-law. As a result of the regulation, this motion was rescinded on June 23, 2022.

Car Sharing services

On January 17, 2022, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development (SPC-PD) directed the Public Service to explore how car share services can be used to reduce demand for off-street parking for multi-family developments.

On May 9, 2022, SPC-PD received a report from the Public Service as information. This report considered different definitions of car sharing, existing car sharing service in Winnipeg, existing parking requirements and policy context, and regulations and policies in other Canadian cities. It also offered consideration for the upcoming zoning by-law review.

Complete Communities Land Monitoring Report 2022

On November 30, 2022, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development received the inaugural Complete Communities Land

Monitoring Report. This report described recent residential and non-residential development activity and estimated land supplies to support better policy and decision-making. It also reported on City initiatives that were recently completed, underway, or planned that will help it achieve its intensification targets, as well as minor updates to the Greenfield Development Opportunities and Constraints table found in the Appendix of Complete Communities 2.0. This report is an annual reporting requirement as per Policy B1.5.2 (General Growth) of Complete Communities 2.0.

Establishment of a Planning Commission background study

On September 4, 2019, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development directed the Public Service to conduct a scan of planning commissions and to prepare recommendations on the role, responsibilities, membership structure, and draft terms of reference of a planning commission for Winnipeg. The Public Service provided a response on March 2, 2020, which was laid over until November 2020 due to amendments to the City of Winnipeg Charter that were being undertaken by the Province (Bill 37) at that time. On December 7, 2020, SPC-PD directed the Public Service to prepare an additional report, which was received as information on June 6, 2022.

Evaluation criteria for local area planning requests

On January 18, 2021, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development directed the Public Service to prepare criteria for evaluating and prioritizing requests for planning services. On March 7, 2022, SPC-PD received a report for information that describes a framework based on five key planning questions to evaluate future plan requests.

Funding secondary plans through the capital budget

On December 7, 2020, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development directed the Public Service to investigate options for financing secondary plans through the capital budget, development fees and charges applied to future development, and a surcharge on permit applications. On February 7, 2022, SPC-PD received a report from the Public Service as information.

Gaawijijigemangit Agreement

On June 23, 2022, Council granted approval to the Public Service to enter into the Gaawijijigemangit Agreement, a Municipal Development and Services Agreement between the City and Treaty One First Nations to provide services for an urban reserve at the Naawi-Oodena site (formerly referred to as the Kapyong Barracks).

OurWinnipeg 2045 and Complete Communities 2.0

On May 26, 2022, Council gave third reading to OurWinnipeg 2045, the City's new development plan. Meant to be referenced at all stages and levels of City decision-making, it is based on six

interconnected sustainable development goals. It also gave third reading to Complete Communities 2.0, OurWinnipeg's companion land use and development strategy. The completion of these plans occupied a majority of available resources during the review period, having commenced in late 2016 and featuring multiple rounds of public and stakeholder engagement as well as the completion of several background studies.

Precinct E secondary plan amendment (SPA 1/2022)

On May 26, 2022, Council approved a secondary plan amendment to the Precinct 'E' Precinct Plan to re-designate the lands at the southeast corner of Pipeline Rd and Templeton Ave from "Medium Density Residential" to "Higher Density Residential" to allow for the potential future development of mid-rise apartments with local-scale commercial uses on the main floor. The amendment also clarified development entitlements in the "Higher Density Residential" area, aligning the secondary plan with Complete Communities 2.0.

Yards at Fort Rouge plan amendment

On September 22, 2022, Council approved an amendment to The Yards at Fort Rouge Area Master Plan to re-allocate 168 dwelling units from the "High-Rise Development" area to the "Low-Rise Development" area and to adjust permitted densities accordingly to accommodate the development of a four-storey, 263-unit apartment development.

APPENDIX B – Local Area Planning Initiatives in progress

The following Local Area Planning-related initiatives are currently in progress:

CentrePlan 2050 (Downtown Plan)

The preparation of a Downtown Plan is identified as a high priority action in the Implementation section of Complete Communities 2.0. It will:

- Define development and intensification targets in each downtown district;
- Define and develop indicators that monitor/measure success or show improvement over time;
- Develop distinct public and private realm design parameters; and
- Inform the review and update to the Downtown Zoning By-law No. 100/04.

Following an extensive literature review of related plans and strategies, an introductory workshop was held with several downtown stakeholders over the summer. A consultant assignment was recently awarded that will update the Downtown Urban Design Guidelines, prepare a streetscape design standards manual, and develop functional designs for seven planned bike routes conceptually identified in the Winnipeg Pedestrian & Cycling Strategies. This work will occur through further public engagement.

Complete Communities Land Monitoring Report 2023

As per Policy B1.5.2 (General Growth) of Complete Communities 2.0, the Public Service is required to report to Council annually on recent development activity, the City's progress towards achieving the intensification target, vacant land supplies, actions undertaken by the City in the previous year aimed at achieving the intensification target, and changes to conditions described in the table of greenfield development opportunities and constraints. This report will be updated in 2023.

Crescentwood Enderton Park Heritage Conservation Plan

On January 18, 2021, the Standing Policy Committee on Property and Development, Heritage, and Downtown Development directed the Public Service to prepare a Heritage Conservation District Plan for the Crescentwood-Enderton Park area. The neighbourhood has a unique history and an outstanding collection of heritage homes and buildings, many of which were built between 1900 and 1914. The purpose of a Heritage Conservation District Plan is to manage growth and change in a manner that conserves and reinforces unique neighbourhood attributes that help tell the story of the area's history. The authority of the Plan is defined in the Heritage Conservation Districts By-law No. 87/2018 to which the Crescentwood-Enderton Park Plan will become an appendix.

Community review of the draft policies and design guidelines occurred in August 2022. The Plan is scheduled for review by the Historical Buildings and Resources Committee this fall. Community members will receive written notification of the recommendation of the Historical

Buildings and Resources Committee and information on its review of the Plan at Standing Policy Committee on Property and Development, Heritage, and Downtown Development, which is expected in early 2023.

Glenwood Planned Development Overlay

On June 24, 2021, Council directed the Public Service to complete a secondary plan for the Glenwood Neighbourhood to reflect and build upon the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities. Subsequent to this direction, the Public Service determined, with confirmation from stakeholders, that a zoning Planned Development Overlay (PDO) would better address the infill-related issues in the Glenwood neighbourhood than a secondary plan.

On July 21, 2022, the Public Service provided a draft PDO to Council, following which it directed the Public Service to prepare a zoning by-law amendment; the Riel Community Committee held a public hearing on this amendment on November 14, 2022.

Greenspace Master Plan

Policy G3.4.8 (Parks and Recreation) of Complete Communities 2.0 directs the City to develop a green space and natural corridor plan by-law that includes:

- Consideration of municipal golf courses as major nature preserves and green space;
- A biodiversity policy;
- A Corridor Plan to protect and enhance Winnipeg's forests, green spaces, natural environment, and natural area corridors; and
- Tracking the status of green space and regular reporting to the public and Council.

Phase One of this work is underway and includes the development of the project vision, principles, goals, and objectives, as well as preliminary stakeholder engagement, historical review, data collection, and gap analysis. Phase One will inform the scope of the Phase Two consultant assignment for plan delivery.

Naawi-Oodena (Kapyong Barracks) Major Redevelopment Site

Approximately two-thirds of the Naawi-Oodena Major Redevelopment Site will be designated as an Urban Reserve and will be serviced in accordance with the Gaawijijigemangit Agreement. The balance of the site will be developed by Canada Lands Corporation and will be administered by a secondary plan. The Public Service is expecting to receive a Secondary Plan Application for review and processing in Fall-Winter 2022-23.

North and South Point Douglas secondary plan

The Public Service is in the early stages of designing a secondary plan process for North and South Point Douglas. It is expected that a secondary plan will guide land use and transportation investments in anticipation of emerging development interest, driven by its proximity to Downtown, its riverfront, planned rapid transit, and declining viability of existing industrial uses.

A Request for Proposals for Consulting Services is planned to be released by the end of 2022, with work beginning in 2023.

Precinct E secondary plan amendment (SPA 3/2022)

The Urban Planning & Design Division has received an application to amend the Precinct 'E' Precinct Plan to re-designate the lands at the northeast corner of Pipeline Rd and Court Ave from "Medium Density Residential" to "Higher Density Residential" to allow for the potential future development of mid-rise apartments with local-scale commercial uses on the main floor. This report was considered at a public hearing at the Lord Selkirk-West Kildonan Community Committee on November 17, 2022.

Zoning By-law updates

PPD has obtained the services of a consultant to undertake the first of two phases of the Zoning By-law update. This phase will include a background review, including a review and analysis of both zoning by-laws in the context of existing legislation and recently approved OurWinnipeg 2045 and Complete Communities 2.0, as well as a cross-jurisdictional analysis to inform further updates. The first phase is expected to be completed by mid-2023, while the final update is not expected to be completed until late 2024 or early 2025. Direction for this review is derived from Policy H1.4.1 (Implementation) of Complete Communities 2.0.

APPENDIX C – List of outstanding plan requests and potential initiatives

The lists below compile existing direction for local area planning. They were divided into two lists based on origin: those derived from motions from Council or its committees, and those directed by by-law. Plan requests are not prioritized.

The former list indicates whether items can be maintained for future prioritization, or whether they should be removed from future Local Area Planning Initiatives reports and from further consideration. Most notably, it recommends that the October 8, 2013, motion from Standing Policy Committee on Property and Development, Heritage, and Downtown Development directing the Public Service to initiate the development of a plan for the Mission Industrial area be rescinded because land use conflicts have been sufficiently addressed in new Complete Communities 2.0 policies. South Osborne areas will also be removed from future reports since Complete Communities 2.0 and the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities are sufficient to guide growth and change in this area; however, its originating motion does not need to be formally rescinded because the Committee only asked that its inclusion in LAP Initiatives reports be considered.

Initiatives directed from motions from Council or its committees

Item	Description	Action
Airport Vicinity Protection Area secondary plan update	On June 21, 2021, Council directed the Public Service to review the AVPA secondary plan. Subsequently, the Province adopted an AVPA regulation on August 12, 2021, that overrode the City's jurisdiction on this matter. As a result, this motion was rescinded by Council on June 23, 2022.	Remove
Cell reception and small cell technology implementation	On May 27, 2019, Council directed the Public Service to create a process to consider cell reception as part of planning for new developments, and to investigate the implementation and permitting of small cell technology in Winnipeg. On September 28, 2021, the Standing Policy Committee on Innovation and Economic Development received a report from the Public Service as information. This report described the limited municipal jurisdiction over the location of small cell installations, and highlighted the value of public communications. A City website is available to communicate information about cell technology and facilities to the public. The City has also published an informational website and has established a dedicated email address to receive and respond to questions from the public.	Remove

	On May 26, 2022, Council gave third reading to Complete Communities 2.0, which prescribes planning requirements in advance of development. These planning requirements include criteria for antennae systems in some instances, including for New Communities. These items have sufficiently addressed the original motion. As a result, this request can be removed from future LAP Initiatives reports.	
Central St Boniface	On January 18, 2021, SPC-PD directed the Public Service to report back on the scope of work and cost estimate for creating a Central St Boniface Secondary Plan.	Maintain for future prioritization
Glenelm and Chalmers Area	On September 20, 2016, SPC-PD directed the Public Service to consider the inclusion of the Glenelm and Chalmers area for a neighbourhood plan in the 2016/2017 Local Area Planning Initiatives report.	Maintain for future prioritization
Henderson Hwy secondary plans	The Henderson Highway corridor is currently covered by two adopted secondary plans: the Henderson Highway Corridor Secondary Plan, and the North Henderson Highway Secondary Plan. On June 7, 2011, SPC-PD directed the Public Service to initiative a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area. On September 4, 2018, SPC-PD received a report from the Public Service as information suggesting that consideration be given to repealing the North Henderson plan upon completion of the OurWinnipeg/Complete Communities review. Right-of-way improvements along Henderson from Gilmore Ave to the City boundary are currently being studied by the Public Works Department; this study will recommend that the North Henderson plan either be repealed, left as-is, updated, or replaced. A recommendation as to the disposition of the Plan will be included in the Functional Design report prepared by Public Works. Further action will follow, as required.	Maintain for future prioritization
Mission Industrial	On November 6, 2012, SPC-PD directed the Public Service to research and analyze	Remove

	planning approaches for mitigating conflicts between residential and heavy industrial uses, with a focus on the Mission Industrial Neighbourhood, to promote safe and orderly development. On October 8, 2013, SPC-PD directed the Public Service to initiate the development of a plan for the Mission Industrial area. On May 26, 2022, Council gave third reading to Complete Communities 2.0, whose Employment Lands section included new means to mitigate residential-industrial interfaces in the city, including recommended separation distances and new sub-designations. These policies are expected to be sufficient to address the area's land use conflicts. As a result, this request can be removed from future LAP Initiatives reports.	
Osborne Village Neighbourhood Plan review	On September 20, 2016, SPC-PD directed the Public Service to consider a small-scale review of the Osborne Village Neighbourhood Plan for inclusion in the 2016/2017 Local Area Planning Initiatives report. No work is currently being undertaken.	Maintain for future prioritization
Polo Park Regional Mixed Use Centre planning	On December 10, 2014, Council directed the Public Service to recommend additional planning processes that may be required to ensure the orderly development of the Polo Park Area Regional Mixed Use Centre. On May 26, 2022, Council gave third reading to Complete Communities 2.0, whose Commercial Areas and Mixed Use Centres section describes planning considerations for enabling the long-term, residential mixed-use intensification of Mixed Use Centres. These policies are expected to be sufficient to guide land use and development in the area. As a result, this request can be removed from future LAP Initiatives reports.	Remove
Seine River Greenway	On June 26, 2014, the Riel Community Committee requested that SPC-PD direct the Public Service to embark on a secondary plan of the Seine River Greenway from Warde Ave south to the City boundary to identify natural, cultural, and historically significant parcels of land on both sides of the Seine River. On July	Maintain for future prioritization

	8, 2014, SPC-PD received this recommendation as information. There are a number of factors to consider in initiating a secondary plan for the Seine River Greenway: - The City's Greenspace Plan will include the identification of key natural areas for preservation, restoration, and enhancement city-wide. Policy and strategic direction for the Seine River Greenway Plan will be informed by the Greenspace Plan. - The Winnipeg Parks Strategy, approved in 2022, offers high level policy regarding waterways. - The Regional Parks Investment Strategy (RPIS), intended to consider the need for new regional parks as Winnipeg's population grows and demands increase, will have implications on the planning for the Seine River Greenway. - The St Vital Perimeter South sector plan, intended to be undertaken within five years as per Policy B1.4.8 of Complete Communities 2.0, will provide opportunities to plan for land uses around the Seine River. PPD will assess the need for a Seine River Greenway Plan as these other initiatives evolve, including the opportunity to address the area's issues through them.	
South Osborne	On November 6, 2012, SPC-PD directed the Urban Planning Division to consider the inclusion of the South Osborne area for a Neighbourhood Plan in future Local Area Planning Initiatives reports. Subsequent LAP Initiatives reports have noted that while the neighbourhood has been experiencing redevelopment and reinvestment, substantive land use conflicts have not been observed. Complete Communities 2.0 policies and the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities, both approved after this motion,	Remove

	will be sufficient to manage growth and change in the area. Of note is that the Public Works Department has been conducting a Community Traffic Study for the Lord Roberts neighbourhood in the South Osborne area. This study has engaged the community on road safety issues, including traffic calming, sidewalks, crosswalks, and on-street parking regulations. The Public Service has been directed to report back to the Standing Policy Committee on Public Works in December 2023 on the final outcomes of the study.	

Initiatives directed by by-law

Item	Description
Erin-Wall Industrial Corridor background study	Policy D1.1.20 (Established Neighbourhoods) of Complete Communities 2.0 directs the Public Service to undertake a background study of the Erin and Wall industrial corridor (properties fronting Erin and Wall streets, between Portage Ave and Richard Ave) in order to establish planning objectives for the area, including identifying the appropriate balance between industrial and non-industrial uses.
Fort Whyte precinct plan	Policy B1.4.4 (General Growth) of Complete Communities 2.0 directs the prioritization of the servicing and planning of greenfield areas. Fort Whyte is identified as "Short-to-medium term lands, Tier 2", which means that it, along with South Transcona, is the next priority for precinct planning. The timing of precinct planning shall be undertaken in accordance with Policy B1.4.2, which directs the City to maintain an approximately 10-year supply of planned greenfield land.
New Community design guidelines	Policy C6.5.1 (New Communities) of Complete Communities 2.0 directs the City to develop and implement a set of neighbourhood site design guidelines for New Communities in concert with key stakeholders. Ensure that these guidelines consider: a. Multi-modal connections with adjacent neighbourhoods; b. The network of collector and local streets and paths; c. Land use siting considerations; d. Location and design of school sites; e. Green design principles and opportunities to conserve and enhance natural features and biodiversity; f. Crime Prevention Through Environmental Design (CPTED) and universally accessible and age-friendly design principles; and g. Transit accessibility.
Plan 20-50 Regional Context Statement and development plan review	In 2019, the Province of Manitoba mandated the Winnipeg Metropolitan Region to prepare a draft plan for the Winnipeg Capital Region, while a draft plan was released for consultation in 2021. This was prepared in anticipation of Bill 37 (3rd Session, 42nd Legislature, Legislative Assembly of Manitoba), which will create a Capital Planning Region and a need for its Board to prepare and adopt a regional plan by-law within two years of its creation. Based on the draft Plan 20-50, member municipalities will have three years to update existing development plans within three years of the date it comes into force. All municipalities will first be required to prepare a Regional Context Statement indicating how an existing development conforms with, or diverges from,

	Plan 20-50 and how municipalities will bring their development plan into compliance.
Precinct D precinct plan	Policy B1.4.4 (General Growth) of Complete Communities 2.0 directs the prioritization of the servicing and planning of greenfield areas. Precinct D is identified as “Short-to-medium term lands, Tier 3”, which means that it should be only undertaken after Fort Whyte and South Transcona in accordance with Policy B1.4.2, which directs the City to maintain an approximately 10-year supply of planned greenfield land.
St Vital Perimeter South sector plan	The Rural Agricultural section of Complete Communities 2.0 identifies the St Vital Perimeter South area as a sector, which means that, as per Policy E2.5.1, a high-level plan for the sector must be prepared in advance of individual precinct planning. Phasing policies in the General Growth section (B1.4.4) designate the area as “Long term lands, Tier 1”. Policy B1.4.8 states that, “Sector plans should be initiated for the Wilkes South and St Vital Perimeter South sectors before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual sector will be needed to accommodate forecasted growth within the time horizon of the next plan”.
South Transcona precinct plan	Policy B1.4.4 (General Growth) of Complete Communities 2.0 directs the prioritization of the servicing and planning of greenfield areas. South Transcona is identified as “Short-to-medium term lands, Tier 2”, which means that it, along with Fort Whyte, is the next priority for precinct planning. The timing of precinct planning shall be undertaken in accordance with Policy B1.4.2, which directs the City to maintain an approximately 10-year supply of planned greenfield land.
Southwest Rapid Transit Corridor station area planning	Policy C3.1.2 (Rapid Transit Corridors) of Complete Communities 2.0 directs the City to prepare Station Area Plans for areas within 400-800m of rapid transit stations, prioritizing station areas with significant development potential.
Wilkes South sector plan	The Rural Agricultural section of Complete Communities 2.0 identifies the Wilkes South area as a sector, which means that, as per Policy E2.5.1, a high-level plan for the sector must be prepared in advance of individual precinct planning. Phasing policies in the General Growth section (B1.4.4) designate the area as “Long term lands, Tier 1”. Policy B1.4.8 states that, “Sector plans should be initiated for the Wilkes South and St Vital Perimeter South sectors before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual

	sector will be needed to accommodate forecasted growth within the time horizon of the next plan”.

APPENDIX D – Applicable Complete Communities 2.0 policies

Applicable OurWinnipeg 2045 policies are described in the body of the report, while relevant Complete Communities 2.0 policies are as follows:

- Secondary plans are a prerequisite to development in a number of Urban Structure designations, including New Communities, Major Redevelopment Sites, Sectors (Rural Agricultural), and greenfield and redevelopment Employment Lands. Complete Communities describes plan requirements.
- Policies B1.4.4 and B1.4.5 (General Growth) direct the City to prioritize the sequencing of greenfield planning in accordance with the plan's greenfield phasing, where precinct planning should not commence for lower priority lands until plans for higher priority lands have, at minimum, been initiated.
    - As per B1.4.7, Short-to-Medium Tier 4 lands and long-term lands should not be considered a priority for precinct planning until at least the next planned Complete Communities review.
    - As per B1.4.8, sector plans for the Wilkes South and St Vital Perimeter South sectors should be initiated before or in concurrence with the next planned Complete Communities review, while a sector plan for the St Norbert sector may be initiated.
- Policy B1.4.2 (General Growth) directs the timing of greenfield planning by establishing a target of approximately 10 years of planned greenfield land to support a well-functioning, competitive land market and to manage competing demands for planning, infrastructure, and operating costs.
- Policy B1.6.1 (General Growth) directs the City to consider the following prioritization when using enabling tools such as local area planning to facilitate development:

    1. Downtown
    2. Corridors
        a. Priority Corridors
        b. All other Corridors
    3. Intensification target area
    4. Greenfield development in accordance with phasing plan

- Policy C2.8.1 (Corridors) directs the City to carry out local area Corridor plans to build on Corridor policies and design guidelines to address unique, area-specific planning and design considerations, plan for areas without Corridor frontage but within a larger walkshed, and consider necessary streetscaping improvements and make recommendations for further study.
- Policy C3.1.2 (Rapid Transit Corridors) directs the City to prepare a station area plan for areas within 400-800m of rapid transit stations, with priority for station areas that have significant development potential.
- Policy D1.7.2 (Established Neighbourhoods) directs the City to consider the creation of secondary plans when the City determines an area is a strategic location for growth and that more detailed direction is needed for matters beyond the general framework of Complete Communities 2.0.
- Policy D1.7.4 (Established Neighbourhoods) directs the City to repeal a secondary plan intended to guide the build-out of an Emerging Community if it is no longer needed.

The Implementation section of Complete Communities 2.0 prescribes actions needed to implement the plan. Complete Communities direction related to local area planning has been captured in Appendix C of this report.

APPENDIX E – Local Area Plans Map

